USAID and USACE
Collaboration in the Pacific

by Patrick J. Wesner and Brett D. Fuller

> ***The United States must use its diplomatic, economic, and military tools simultaneously when assisting aspiring partners.***
>
> ***— National Security Strategy, December 2017[1]***

The recently released U.S. National Security Strategy (2017 NSS) highlights the importance of strengthening international partnerships and increasing synchronization between U.S. government agencies.[2] Foreign affairs agencies and other U.S. government entities with footprints overseas can support these strategic priorities by forging close interagency partnerships that allow for more effective and efficient programming. The U.S. Agency for International Development (USAID) and the U.S. Army Corps of Engineers (USACE) are two such agencies, which, especially when working together, have been important instruments of national security and foreign policy. Both agencies have diverse capabilities and their areas of expertise and responsibility sometimes overlap, presenting unique partnership opportunities.

In the past 15 years, coordination between USAID and USACE has increased significantly. The agencies "teamed in Iraq and Afghanistan to realize stability and reconstruction objectives,"[3] and, more recently, ramped up collaboration in other regions, such as the Pacific. Yet, while the agencies are working more closely together in some regions, the partnership could further evolve and deepen. Analysis of this unique relationship in the Pacific yields examples of successful collaboration and identifies challenges that might hinder more effective partnership.

Background

USAID is the U.S. government's lead agency for international development and disaster response. According to its recently updated mission statement, USAID supports U.S. foreign

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policy "through partnerships and investments that save lives, reduce poverty, strengthen democratic governance, and help people emerge from humanitarian crises and progress beyond assistance."[4] USAID promotes long-term development in relatively stable countries, provides humanitarian assistance in countries beset by natural or man-made disasters, and supports stabilization in conflict or post-conflict countries, amongst other responsibilities.

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The agency is headquartered in Washington, D.C., and operates in more than 100 countries with 87 country or regional offices, referred to as missions.[5] USAID missions are typically located at U.S. embassies and USAID staff are under chief of mission authority. USAID missions are composed of both Americans and foreign-service nationals. Of the approximately 10,000 USAID employees, over two-thirds are deployed overseas, of which 4,600 are foreign-service nationals.[6] These foreign-service nationals provide long-term institutional knowledge as well as cultural, linguistic, and technical expertise.

USACE is the nation's leading public engineering agency.[7] Its mission is to "deliver vital engineering solutions, in collaboration with our partners, to secure our Nation, energize our economy, and reduce risk from disaster."[8] The agency accomplishes this directive through approximately 37,000 employees, of which 97% are civilian, 8,000 are engineers and 800 are contracting officers.[9] USACE is a leader within the U.S. government for a wide range of engineering capabilities as well as construction management. Not only is it tasked with "building and maintaining America's infrastructure," but the agency also provides "engineering services to customers in more than 130 countries worldwide."[10]

As a "strategic enabler," USACE provides a range of technical assistance for U.S. government partners in hydropower, dam safety, emergency management, and environmental resource management, as well as other areas.[11] USACE also serves as a key resource when U.S. government agencies, such as the Department of State and USAID, endeavor to build the engineering capacity of partner nations. Additionally, the more than 40 USACE Centers of Expertise provide specialized capabilities in a variety of engineering fields.[12] These centers serve as critical reachback tools and enable USACE to project its expertise around the world through forward serving employees on temporary assignments. With its diverse toolset, USACE has a long history of supporting successful overseas construction projects such as hospitals, shelters, schools, and roads.

Due to the large-scale reconstruction activities required after the wars in Iraq and Afghanistan, USAID and USACE stepped up coordination in these countries. To facilitate this increasing partnership, the agencies signed a memorandum of General Agreement in May 2003 which provided "the framework for support and joint activities between USAID and USACE."[13] In 2006, USAID began sending development advisors to DoD's geographic combatant commands[14] and USACE began sending liaison officers to the USAID/Washington Office of Civil-Military Cooperation. USACE and USAID officials updated and signed another General Agreement in September 2017 outlining the overarching objectives of the partnership as well as relevant policies and legal considerations. This agreement also "allows missions to establish support agreements to utilize USACE services,"[15] which eases in-country collaboration. These support agreements typically come in the form of either a

Participating Agency Service Agreement (PASA) for technical assistance or a Participating Agency Program Agreement (PAPA) for projects.[16]

While many practitioners at both agencies see the value of strengthening the relationship, USAID and USACE collaboration is not always the most appropriate means to carry-out international infrastructure projects.[17] In more traditional development scenarios, for example, there are instances where private firms are cheaper or more experienced in particular regions or engineering fields than USACE. In such cases, partnering directly with USACE may not make programmatic or economic sense for USAID. However, recent collaboration in the Pacific has shown that in some circumstances, interagency partnership between the agencies can have a powerful effect by leveraging complementary resources and capabilities.

Overview of Foreign Assistance

Since the end of World War II, U.S. foreign assistance has funded reconstruction, stabilization, development, and disaster recovery programs in more than 100 developing countries. These efforts have spurred economic growth, supported democratic transitions, improved public health, helped stabilize or support war-torn countries, and mitigated the impact of natural disasters around the world. Postwar reconstruction efforts in Germany, Italy, Japan, and Korea are probably the best-known examples of the important role that U.S. foreign assistance has played to help America achieve its long-term foreign policy and security objectives, though there are more recent examples.

The U.S. government provides foreign assistance to "support global peace, security, and development efforts and provide humanitarian relief during times of crisis," and considers this assistance to be "vital to U.S. national security."[18] There are three general components of U.S. foreign assistance: development assistance (DA), humanitarian assistance (HA), and security assistance.[19] For this article, DA refers to longer-term development programs managed by USAID (and funded under several different accounts like Economic Support Fund and Global Health). HA generally refers to immediate assistance "designed to save lives, alleviate suffering, and reduce... the impact of disasters," and is led by USAID through its Office of U.S. Foreign Disaster Assistance (OFDA). [20] Security assistance refers to the provision of defense equipment, training, and other related services by DoD and DOS.

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DoD also manages what it refers to as Foreign Humanitarian Assistance (FHA) programs, which focus on both immediate disaster response as well as longer-term activities.[21] The Overseas Humanitarian, Disaster, and Civic Aid (OHDACA) Humanitarian Assistance Program is one such program. OHDACA funding is relatively modest but has become a growing asset to geographic combatant commanders who regularly use it to enhance regional security and strengthen alliances and partnerships.[22] USAID/USACE coordination relating to DA and OHDACA programs will be the focus of the remainder of this article.

Examples of USAID and USACE Partnership in the Pacific

The best way to appreciate the potential of the USAID-USACE partnership is to examine the recent collaboration between the agencies. In the Pacific region, specifically, the two agencies have successfully collaborated on projects where their authorities and capabilities align. Although

the budding USAID-USACE relationship in the Pacific is relatively unique, these examples may be insightful for USAID and USACE staff in other regions.

The USAID-USACE team in Bangladesh continues to focus on building the capacity of its host nation partners through various infrastructure projects.

Nepal

Since the devastating 2015 Nepal earthquake, USAID and USACE have collaborated to rebuild a new, earthquake-safe Primary Health Care Center (PHCC) in Bahrabise, Nepal. The $1.9 million health facility is funded by USAID through DA appropriations and implemented by USACE, "bringing together the Army Corps architectural and engineering know-how and USAID's public health expertise."[23] Plans for the center were unveiled on April 18, 2016, at a ceremony where the U.S. Ambassador to Nepal, Alaina B. Teplitz, said, "The U.S. government stood with Nepal in the immediate aftermath of the earthquake with humanitarian aid, and we continue to support ongoing recovery and reconstruction efforts. This new Bahrabise Primary Health Care Center shows the U.S. government's strong commitment to reconstruction and to ensure healthcare access to those affected by the disaster."

Currently, the USAID-USACE team has completed demolition of the existing buildings on site and is well underway with the construction of the PHCC.[24]

Bangladesh

Several years ago, USAID/Bangladesh had $40 million for the construction of 91 multipurpose cyclone shelters. USAID hired USACE to provide project management services during the construction of these buildings.[25] These buildings serve as schools or community centers where local community leaders can provide a number of public services and training, or carry out economic activities. More importantly, these buildings double as shelters for the local community during times of natural disaster in Bangladesh.[26] These facilities have improved everyday life in these areas and will save lives in times of disaster.

The multipurpose cyclone shelter program was such a success that USAID/Bangladesh decided to use USACE engineers again as technical advisors for agriculture infrastructure development supporting USAID's Feed the Future Program. The local government engineering department in Bangladesh has been "so impressed with learning from (USACE) that it wants to expand these concepts to other projects."[27] The USACE project manager in Bangladesh mentioned, "This is a very good model because it helps develop the capacity of the host nation to deliver for itself."[28] The USAID-USACE team in Bangladesh continues to focus on building the capacity of its host nation partners through various infrastructure projects.

Sri Lanka

In 2014, PACOM selected Sri Lanka for OHDACA funding to help thousands of locals gain access to clean water through a network of piping. The Chief of the USACE Asia Office at the time said, "This project is an excellent example of (PACOM's FHA) program and we are excited to be part of it. We were able to team with (USAID and others from the US Embassy) and local host nation partners to cost effectively provide drinking water to those in need."[29] An article about the project described the importance of USAID involvement in these DoD-funded projects and the "senior engineer and project management specialist for USAID, also visits the project sites frequently to assist the district with quality assurance. A local Sri Lankan

himself, he is instrumental in coordinating with the local government, water district, contractor and recipients of the water."[30] This example demonstrates the powerful multiplier effect that joint planning and implementation between the agencies can have.

Laos

Another FHA case study of note is the current USAID-USACE relationship in Laos. The U.S. has had a degraded presence in Laos since 1975.[31] Full diplomatic relations were restored in 1992, but this relationship has only recently started to expand since 2009 with the Lower Mekong River Initiative (LMI) discussed later in this article.[32] In early 2016, USACE and some of its staff of 130 archaeologists began supporting Defense POW/MIA Accounting Agency (DPAA) efforts to locate American personnel missing from the war in Indochina.[33] Also in 2016, USAID reopened its country office for the first time since 1975 to support new development and humanitarian activities.[34]

Over the last several years, USAID and USACE staff in Laos partnered to assess priority areas and develop proposals for OHDACA funds. The USAID Country Representative in Laos described the process of developing project proposals with USACE as "organic," starting from the bottom up. The USAID-USACE team, along with the Defense Attaché, discussed topics such as what to look for when considering project sites, how long projects might take, criteria for selecting programs, and how to prioritize activities. Moreover, the team members prioritized proposals that would enable the two agencies' resources to contribute to mutually agreed-upon objectives. The team has since collaborated on three types of OHDACA-funded construction projects in Laos over the past year and a half: health centers and clinics, water sanitation and hygiene stations, and secondary schools for girls.[35]

Regional Coordination

In recent years, USAID mission staff and USACE personnel operating in Asia have endeavored to move their partnership forward. The USAID Regional Development Mission for Asia (RDMA) recently held an infrastructure workshop at its training center in Bangkok in December 2017.[36] Given the growing partnership between USAID and USACE, RDMA invited several USACE staff from the Asia Office to attend the workshop and present along with their USAID colleagues on their projects in Nepal and Bangladesh. The USACE participants joined project management specialists, engineers, contracting officers, legal officers, agricultural advisors and environmental advisors from Washington, D.C., and 15 USAID missions in the region, as well as several representatives from private industry. The four-day workshop was a model for how U.S. government partners and private industry can share lessons learned from international construction projects.

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Another example of USAID-USACE regional coordination as well as a highly successful whole-of-government approach to building partner capacity began in 2009 with the LMI.[37] The LMI is "a multi-national effort intended to build local capacity and encourage effective regional collaboration across borders in an effort to overcome regional challenges" between the countries of Burma, Cambodia, Laos, Thailand and Vietnam.[38] In 2011, Vietnam hosted a LMI disaster management workshop, which is now repeated annually and rotates between the five countries. In December 2017, the LMI Disaster Response Exercise and Exchange (LMI DREE) was again hosted by

Vietnam. "The humanitarian assistance/disaster relief exercise brings together more than 100 disaster management experts from a wide range of government and international organizations," to include experts from USAID and USACE.[39]

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Recommendations

Despite these recent examples of growing collaboration between USAID and USACE in the Pacific, there is potential to more fully maximize this partnership. The following recommendations respond to the challenges to collaboration articulated by USAID and USACE practitioners in the region. They also support recent remarks by USAID Administrator, Ambassador Mark Green, that, "we need new ideas and we need innovative thinking."[40] These recommendations are divided into three categories: USAID and USACE, USAID-Specific, and USACE-Specific. They are structured to address a full range of challenges and opportunities.

USAID and USACE

Champion the USAID-USACE Collaboration

USAID's position within the foreign policy and national security establishments has faced some uncertainty during the first year of the Trump Administration. Ambassador Green has acknowledged this uncertainty and has endeavored to reposition the agency in a manner that will enable it to successfully respond to administration priorities. As such, it is worthwhile for USAID to consider collaborating more closely with other interagency partners when it proves to be more effective and efficient. While partnering with USACE is not "necessarily a cure-all, (it) represents another tool for USAID to use in pursuit of better development outcomes."[41] Thus, USAID and USACE personnel should further examine, document and broadly communicate the merits of this partnership to policymakers and the American public as part of the whole-of-government approach to foreign policy.

Moreover, it is possible that majorities of the workforces of both organizations do not know much about the other. This challenge could be overcome if leaders in each agency championed the partnership and communicated the merits of collaboration on projects of mutual interest. One author who has written about USAID and USACE collaboration proposes a USAID/USACE working group to evaluate how the agencies "may be able to use one another's expertise,"[42] and how to expand the relationship. Such a working group could conduct a thorough capability gap analysis and identify best practices, opportunities to share technologies and enterprise software, obstructive policies and procedures, and disseminate its findings. Additionally, this group could create brief guidance documents outlining the authorities, capabilities, and partnership options for use by the staff at both agencies, and particularly within USAID regional and country offices.

Identify Opportunities to Bridge Organizational Cultural Differences

The cultures of civilian and military organizations can be vastly different. USAID's Civil-Military Operations Guide highlights the challenges of such coordination due to the dissimilar cultures. It mentions that USAID is more resource constrained, focused on sustained engagement, and has an in-country locus; while the military is less resource constrained, is mission oriented and has a Combatant Command locus.[43] Interviews for this article also revealed differences in decision making processes, levels of decision making authorities, and meeting structures, among others.[44] The key to

overcoming these cultural barriers is developing strong working relationships and focusing on the complementary tool sets of the agencies.

One idea for building stronger institutional connections would be to establish a crossover assignment process, similar to that between USAID and DOS. A USAID Contracting Officer suggested that the agencies could identify assignments that could support an initial pilot program. For example, USACE civilian engineers could be allowed to bid for USAID engineer positions that may otherwise go unfilled. This opportunity could also be made available to contracting officers, project managers, and others. Another possibility would be to create term-limited positions at USACE that USAID foreign-service officers could apply for, similar to USAID instructor positions at military institutions such as the National Defense University and the U.S. Army Command and General Staff College. Such cross-pollination between the two agencies "might go a long way in strengthening the bond."[45]

Develop Regional and Agency-Wide Funding Mechanisms for Country Missions to Utilize

USAID mission staff often have to grapple with competing priorities, substantial planning and reporting requirements, and generally large workloads. Full and open contract solicitations regularly have procurement timelines of 12-18 months, possibly longer for complex infrastructure projects. These factors can act as a deterrent for USAID staff when considering whether or not to pursue an infrastructure project.

In order to address this challenge, USAID and USACE should consider developing new PAPA and PASA agreements that would enable easier and quicker partnership, when appropriate. While USAID missions can also develop individual PAPA and PASA agreements with USACE, some missions lack in-country contracting officer support or are trying to address challenges that cross national borders. Creating regional agreements is more efficient and reduces the overall workload of individual mission staff over the long-run, and could empower these missions to pursue infrastructure projects that might otherwise prove too difficult or time-consuming. The process of developing these interagency agreements is just as important as the actual agreements because it provides an opportunity to build relationships between each agencies' contracting officers, legal offices, environmental officers, engineers, project managers, and administrators.

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The USAID RDMA office in Bangkok recently drafted a Disaster Risk Reduction and Infrastructure Support PAPA with the USACE Pacific Ocean Division. The PAPA aims to accelerate the impact of USAID development activities by leveraging the technical expertise and procurement capabilities of USACE's Pacific Ocean Division.[46] The proposed PAPA would enable USAID missions in the region to access disaster risk reduction and infrastructure planning expertise, engineering and technical support services, and architectural, engineering and construction services. If successful, the agreement could serve as a model for other regions.

Conduct Regular Interagency Training and Workshops

Both agencies regularly schedule and coordinate training events and engagements to foster professional development, build relationships, and disseminate best practices and innovations. USAID and USACE could enable cross-organizational learning by more regularly inviting participation from the other

agency. In addition to the workshop in Bangkok described above, USAID has also recently hosted regional week-long infrastructure-related workshops in Washington, D.C., and Pretoria at which USACE could have sent representatives to provide different interagency perspectives during workshop discussions. This type of training and development collaboration could be a regular practice at both agencies and in other regions.

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Another suggestion is for each of the two agencies to take advantage of the learning management systems of the other agency. Specific classes offered through the USAID University and the USACE Learning Center could be identified as mutually beneficial and interagency participation encouraged. For example, the USACE 'Environmental Considerations in Planning' course could populate in the menu of options for USAID engineers on their USAID University network.[47]

USAID Specific

Treat USACE as a Trusted U.S. Government Partner

Some in USAID reportedly view USACE solely as a private sector contractor, resulting in a relationship that falls short of collaborative interagency partnership.[48] One senior leader within USACE wrote, "USACE provides more than what an A-E firm would provide. For example, an A-E contractor will perform what is specified in the contract and has a profit motive. USACE provides the flexibility, independent advice and expertise of a federal partner without the profit motive. For example, USACE will make recommendations for alternative approaches that may save money for USAID. Further, writing and managing A-E contracts also requires technical knowledge and expertise and USACE provides this with its extensive experience and depth in managing such contracts."[49]

While the difference is perhaps subtle, working with USACE, given it is another U.S. government entity, should be different for USAID than working with a private sector partner. With USACE, every effort should be made to have a more collaborative relationship characterized by open communication, transparency, mutual responsibility, and shared risk. If the partnership is based on a strong foundation from the beginning, success and failure will be shared. Additionally, USACE partnership is different from the private sector in that USACE regularly supports in-country projects through its own DoD-funded FHA. Even though USAID often serves as the "donor" and "USACE as engineering implementers," both agencies are committed to the proper stewardship of taxpayer funds and supporting the national security and foreign policy interests of the United States.[50] These commonalities should be the basis of a strong and trusting partnership.

USACE Specific

Treat USAID as a Valued Customer

USACE leadership often stresses the importance of strong customer service. For example, LTG Todd Semonite, USACE Commanding General advocated before Congress that intergovernmental "agencies can turn to the Corps" to utilize USACE technical capabilities and effectively spend taxpayer dollars.[51] However, a few USAID employees interviewed for this article expressed concerns dealing with USACE in the past that centered on issues of communication, transparency, and project control. Another problem mentioned by a USAID foreign-service officer was the perception that USACE was not always properly

vetting technical staff sent to provide advice or support to embassy country teams. According to this employee, he had the impression that when high performing USACE employees were tied up with projects in their districts, USACE was forced to send less experienced employees which had a negative impact on the partnership.

The RDMA draft PAPA offers a solution to this by having a "pre-identified roster of qualified and deployable engineering and technical support staff, organized by technical discipline."[52] This would allow USAID to vet and approve USACE technical staff prior to assignment on infrastructure projects. It would also enable USACE to ensure that personnel on the roster are able to access training or other resources that better prepare them to work directly with USAID staff on international development projects.

Overcome the "Tyranny of Distance"

USACE is often plagued by the "tyranny of distance," as one senior executive described it, referring to the challenges of managing projects overseas from another country. This is especially true for the USACE Alaska District's Asia Office given the enormous size of the Pacific region. The Asia Office has developed business processes to overcome the challenges that should be institutionally shared and standardized where appropriate. However, USACE employees from the Asia Office typically only travel to countries in the region where they have active projects, which hinders building new partnerships. To mitigate this challenge, USACE should consider providing a modest amount of centralized funds[53] to district offices for regional travel. This funding would enable district staff to establish and maintain new in-country relationships with USAID, and other interagency and host government personnel. USACE should also consider placing liaison officers at large embassies that serve as regional hubs (Bangkok and Manila, for example). This would strengthen collaboration and planning at the regional level and allow greater real-time monitoring. The benefits accrued by ensuring deeper relationships through additional travel funds and fielding liaison officers would likely offset the added costs.

Conclusion

USAID-USACE collaboration, especially in the Pacific region, has improved over the last several years. Examples include the signing of the new General Agreement between the agencies, drafting of a regional agreement that (if executed) would ease the process of developing in-country partnerships, cooperation on several successful development projects in Asian countries, and more sharing of information as evidenced by joint project planning in several countries and the infrastructure workshop in Thailand that included USACE personnel.

These examples indicate that, in certain circumstances, combining the technical expertise and organizational capabilities of both agencies can contribute to American strategic objectives in developing nations. However, many of these efforts were only successful because of the dogged determination of individual practitioners from both agencies located in the field whom were committed to making the partnership work. If the partnership is to reach its full potential, more needs to be done at the corporate level to develop enabling policies and procedures, step up collaborative planning, and more regularly evaluate the results of joint activities. President John Kennedy once said, "Things don't happen, they are made to happen."[54] In this case, stronger and more impactful USAID-USACE collaboration will only likely result from a deliberate and considered approach. ***IAJ***

NOTES

1 National Security Strategy, (The White House, Washington, D.C., February 2015): 40.

2 Ibid., 38-40.

3 LTC Jerry L. Farnsworth II, "The Corps and USAID: Interagency Cooperation for Tomorrow" (U.S. Army War College, Carlisle, PA, March 2013): 3.

4 "Mission, Vision and Values | U.S. Agency for International Development," accessed February 24, 2018, https://www.usaid.gov/who-we-are/mission-vision-values.

5 USAID Annual Financial Report, FY 2017: ii, accessed March 10, 2018, https://www.usaid.gov/sites/default/files/documents/1868/USAIDFY2016_AFR_508.pdf

6 "In 2017, the Agency's mission was supported by 3,668 U.S. direct hire employees, of which 2,083 are Foreign Service Officers, of which 259 are Foreign Service Limited, and 1,585 are in the Civil Service. Additional support came from 4,547 Foreign Service Nationals, and 1,527 other non-direct hire employees (not counting institutional support contractors). Of these employees, 3,208 are based in Washington, D.C., and 6,534 are deployed overseas." USAID Annual Financial Report, FY 2017: 3, accessed March 10, 2018, https://www.usaid.gov/sites/default/files/documents/1868/USAIDFY2016_AFR_508.pdf.

7 "U.S. Army Corps of Engineers Overview," accessed March 1, 2018, http://www.usace.army.mil/Media/Fact-Sheets/Fact-Sheet-Article-View/Article/475462/us-army-corps-of-engineers-overview.

8 "Mission and Vision -- Headquarters U.S. Army Corps of Engineers," accessed February 24, 2018, http://www.usace.army.mil/About/Mission-and-Vision.

9 "About -- Headquarters U.S. Army Corps of Engineers," accessed December 13, 2017, http://www.usace.army.mil/About. See also, "USACE 101: Senior Leader Brief Template," accessed December 13, 2017. www.usace.army.mil/Portals/2/docs/USACE_101_Sep_2014.pdf. See also, "Engineer Pamphlet 360-1-35: USACE - Building Strong since 1775," September 2017, accessed December 12, 2017, http://www.publications.usace.army.mil/Portals/76/Publications/EngineerPamphlets/EP_360-1-35.pdf?ver=2017-09-27-102152-420. See also, Estimate of a USACE contracting officer, email to authors, December 12, 2017.

10 "About -- Headquarters U.S. Army Corps of Engineers," accessed December 13, 2017, http://www.usace.army.mil/About.

11 USAID Senior Engineer, email message to authors, March 9, 2018. See also, "USACE Capacity Development White Paper" (USACE, June 30, 2008): 2-2.

12 "Headquarters U.S. Army Corps of Engineers > About > Centers of Expertise," accessed December 14, 2017, http://www.usace.army.mil/About/Centers-of-Expertise.

13 "USAID Fact Sheet: USAID and USACE" (n.d.), sent to authors in an email message from a USAID Foreign Service National, September 21, 2017.

14 The USAID Senior and Deputy Development Advisors in PACOM reside in the J98: Joint Interagency Coordination Group (JIACG). The Senior Development Advisor has a second desk in the J5: Strategic Planning and Policy Directorate. The USAID Lead and Deputy HA Advisors reside in the J35: Future Operations and the J4: Logistics, Engineering, and Security Cooperation Directorate. Lead HA Advisor to PACOM, email message to authors, December 15, 2017.

15 USAID Engineer, email message to authors, February 6, 2018.

16 According to the General Agreement, three support agreements are suggested for formally transferring funds from USAID to USACE. These include Form AID 306-1: Participating Agency Program Agreement (PAPA), which is used for projects such as schools; Form AID 306-2: Participating Agency Service Agreement (PASA) for technical assistance; and DD Form 1144: Support Agreement, a DoD generated form. Under the GA, "USAID shall pay all costs (i.e., direct and indirect costs) incurred by USACE under

an SA" and "USACE shall bill USAID monthly for costs incurred using Standard Form 1080, Voucher for Transfers between Appropriations and/or Funds." "General Agreement between USAID and USACE" (September 2017).

17 USAID Engineer, email message to authors, February 12, 2018.

18 "ForeignAssistance.Gov," accessed March 23, 2018, https://foreignassistance.gov.

19 Joint Publication 3-29: Foreign Humanitarian Assistance, (The Joint Staff, Washington, D.C.): I-3

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21 Ibid., I-2.

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25 "USACE Support to S and SE Asia Brief," November 16, 2016, sent to the authors in an email message from the USACE liaison at USAID on September 22, 2017.

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27 Dena O'Dell. "A Road to Safety: Government-to-Government Partnership Helps Build Critical Infrastructure in Bangladesh," Liaison: A Journal of Civil-Military Disaster Management and Humanitarian Relief Collaborations IX, Spring 2017: 18–20.

28 Ibid.

29 John Budnik, "Corps Clean Water Project Quenches Thirst in Sri Lanka," USACE Alaska District, last modified April 15, 2014, accessed November 20, 2017, http://www.poa.usace.army.mil/Media/News-Stories/Article/484034/corps-clean-water-project-quenches-thirst-in-sri-lanka.

30 Ibid.

31 "U.S. Embassy in Laos Website: Policy and History," U.S. Embassy in Laos, accessed December 15, 2017, https://la.usembassy.gov/our-relationship/policy-history.

32 Ibid.

33 "Engineer Pamphlet 360-1-35: USACE - Building Strong since 1775" (September 2017): 2. See also, James Frisinger. "U.S. Army Corps of Engineers Archaeologist Aids POW-MIA Team," last modified January 4, 2017, accessed December 15, 2017, https://www.army.mil/article/180291/us_army_corps_of_

engineers_archaeologist_aids_pow_mia_team.

34 Ibid. See also, "U.S. Embassy in Laos Website: Policy and History," U.S. Embassy in Laos, accessed December 15, 2017, https://la.usembassy.gov/our-relationship/policy-history.

35 USAID Country Representative in Laos, telephone interview with authors, September 27, 2017.

36 RDMA hosted the workshop from December 12-15, 2017 at its Asia Regional Training Center in Bangkok, Thailand. The topic of the workshop was Managing Risk in Engineering and Construction projects. USAID was represented 15 country missions: Afghanistan, Angola, Armenia, Bangladesh, Bosnia Herzegovina, Cambodia, Ghana, Haiti, India, Madagascar, Nepal, Pakistan, Philippines, Sri Lanka, and Vietnam. In addition to the USAID and USACE employees, a NAVFAC representative attended as well as a Project Manager from a large architectural and engineering firm who provided industry best practices for Risk Management and other related topics.

37 "Lower Mekong Initiative Disaster Response Exercise and Exchange," accessed March 23, 2018, https://www.army.mil/article/197768/lower_mekong_initiative_disaster_response_exercise_and_exchange.

38 Ibid.

39 "Lower Mekong Initiative Disaster Response Exercise & Exchange Conclude," Institute for Water Resources, accessed March 23, 2018, http://www.iwr.usace.army.mil/Media/NewsStories/tabid/11418/Article/481092/lower-mekong-initiative-disaster-response-exercise-exchange-concludes.aspx.

40 "Speech: USAID Administrator Mark Green Delivers Remarks at the Gates Foundation's 13th Annual Grand Challenges Meeting," last modified October 4, 2017, accessed December 13, 2017, https://www.usaid.gov/news-information/press-releases/oct-4-2017-usaid-administrator-mark-green-remarks-gates-foundations.

41 USAID Engineer, email message to authors, February 6, 2018.

42 LTC Jerry L. Farnsworth II, "The Corps and USAID: Interagency Cooperation for Tomorrow" (US Army War College, Carlisle, PA, March 2013): 20.

43 Civilian-Military Operations Guide, (USAID, April 27, 2010): 5.

44 USACE Senior Leader, email message to authors, February 23, 2018.

45 USAID Contracting Officer, email message to authors, February 12, 2018.

46 Draft of PAPA provided to authors by USACE Engineer, December 15, 2017.

47 USAID Engineer, email message to authors, February 12, 2018.

48 USAID Engineer, telephone interview with authors, October 31, 2017.

49 USACE Engineer, email message to authors, February 26, 2018.

50 USAID Engineer, telephone interview with authors, October 31, 2017.

51 "Complete Statement of LTG Todd Semonite, Chief of Engineers, USACE, before Committee on Transportation and Infrastructure Subcommittee on Water Resources and Environment, US House of Representatives," July 19, 2017, accessed December 13, 2017, https://transportation.house.gov/uploadedfiles/2017-07-19_-_semonite_testimony.pdf.

52 Draft of PAPA provided to authors by USACE Engineer, December 15, 2017.

53 USACE Division Headquarters have centrally funded budgets appropriated by Congress. USACE Districts are funded entirely through projects. Districts typically do not have funds for interagency planning and training unless tied to specific projects.

54 "John F. Kennedy's Address, as Delivered at the University of North Dakota on September 25, 1963," accessed January 20, 2018, https://library.und.edu/digital/john-f-kennedy-archive/delivered.php.